

LEGISLATIVE ACTION

Senate House

Comm: WD 03/07/2012

The Committee on Budget (Bennett) recommended the following:

Senate Amendment (with title amendment)

Between lines 444 and 445 insert:

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Section 8. Section 287.05712, Florida Statutes, is created to read:

287.05712 Public-private partnerships.-

- (1) DEFINITIONS.—As used in this section, the term:
- (a) "Affected local jurisdiction" means any county or municipality in which all or a portion of a qualifying project is located.
- (b) "Appropriating body" means the body responsible for appropriating or authorizing funding to pay for a qualifying



project.

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- (c) "Develop" or "development" means to plan, design, develop, finance, lease, acquire, install, construct, or expand.
- (d) "Fees" means fees or other charges imposed by the private entity of a qualifying project for use of all or a portion of such qualifying project pursuant to a comprehensive agreement.
- (e) "Lease payment" means any form of payment, including a land lease, by a public entity to the private entity for the use of a qualifying project.
- (f) "Material default" means any default by the private entity in the performance of its duties which jeopardizes adequate service to the public from a qualifying project.
- (g) "Operate" means to finance, maintain, improve, equip, modify, repair, or operate.
- (h) "Private entity" means any natural person, corporation, general partnership, limited liability company, limited partnership, joint venture, business trust, public benefit corporation, nonprofit entity, or other private business entity.
- (i) "Proposal" means a detailed proposal accepted by a responsible public entity beyond a conceptual level of review at which issues such as fixing costs, payment schedules, financing, deliverables, and project schedule are defined.
 - (j) "Qualifying project" means any:
- 1. Public-purpose facility or project, including, but not limited to, any ferry, mass transit facility, vehicle parking facility, port facility, power generation facility, fuel supply facility, oil or gas pipeline, medical or nursing care facility, or recreational facility used primarily for events.

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- 2. Building or facility that meets a public purpose and is developed or operated by or for any public entity.
- 3. Improvements, including equipment, of buildings to be principally used by a public entity.
- 4. Water, wastewater, or surface water management facility and other related infrastructure.
- (k) "Responsible public entity" means any county, municipality, or other political subdivision of the state; any public body politic and corporate; or any regional entity that serves a public purpose and has authority to develop or operate a qualifying project.
- (1) "Revenues" means all revenues, income, earnings, user fees, lease payments, or other service payments relating to the development or operation of a qualifying project, including, but not limited to, money received as grants or otherwise from the Federal Government, from any public entity, or from any agency or instrumentality of the foregoing in aid of a qualifying project.
- (m) "Service contract" means a contract entered into between a public entity and the private entity.
- (n) "Service payments" means payments to the private entity of a qualifying project pursuant to a service contract.
- (o) "Water or wastewater management facility" means a project for the treatment, storage, disposal, or distribution of water or wastewater.
- (2) LEGISLATIVE FINDINGS AND INTENT.—The Legislature finds that there is a public need for the construction or upgrade of facilities that are used predominantly for public purposes and that it is in the public's interest to provide for the

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construction or upgrade of such facilities.

- (a) The Legislature also finds that:
- 1. There is a public need for timely and cost-effective acquisition, design, construction, improvement, renovation, expansion, equipping, maintenance, operation, implementation, or installation of public projects, including educational facilities, water or wastewater management facilities and infrastructure, technology infrastructure, and any other public infrastructure and government facilities within the state which serve a public need and purpose, and that such public need may not be wholly satisfied by existing procurement methods.
- 2. There are inadequate resources to develop new educational facilities, water or wastewater management facilities and infrastructure, technology infrastructure, and other public infrastructure and government facilities for the benefit of residents of this state, and that it has been demonstrated that public-private partnerships can meet these needs by improving the schedule for delivery, lowering the cost, and providing other benefits to the public.
- 3. There are state and federal tax incentives that promote partnerships between public and private entities to develop and operate qualifying projects.
- 4. A procurement under this section serves the public purpose of this section if such action facilitates the timely development or operation of qualifying projects.
- (b) The Legislature declares that it is the intent of this section to encourage investment in the state by private entities, to facilitate various bond financing mechanisms, private capital, and other funding sources for the development

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and operation of qualifying projects, including expansion and acceleration of such financing to meet the public need, and to provide the greatest possible flexibility to public and private entities contracting for the provision of public services.

- (3) ADOPTION OF GUIDELINES.—
- (a) Before requesting or considering a proposal for a qualifying project, a responsible public entity shall adopt and make publicly available quidelines that enable the public entity to comply with this section. Such guidelines must be reasonable, encourage competition, and guide the selection of projects under the purview of the public entity.
 - (b) The guidelines must include:
- 1. Opportunities for competition through public notice and the availability of representatives of the responsible public entity to meet with private entities considering a proposal.
- 2. Reasonable criteria for choosing among competing proposals.
- 3. Suggested timelines for selecting proposals and negotiating an interim or comprehensive agreement.
- 4. Authorization for accelerated selection and review and documentation timelines for proposals involving a qualifying project that the responsible public entity deems a priority.
- 5. Procedures for financial review and analysis which, at a minimum, include a cost-benefit analysis, an assessment of opportunity cost, and consideration of the results of all studies and analyses related to the proposed qualifying project. The procedures must also include requirements for disclosing such analysis to the appropriating body for review before the execution of an interim or comprehensive agreement.

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- 6. Consideration of the nonfinancial benefits of a proposed qualifying project.
- 7. A mechanism for the appropriating body to review a proposed interim or comprehensive agreement before execution.
- 8. Establishment of criteria for the creation and responsibilities of a public-private partnership oversight committee that includes members representing the responsible public entity and the appropriating body. Such criteria must include the scope, costs, and duration of the qualifying project, as well as whether the project involves or affects multiple public entities. If formed, the oversight committee shall be an advisory committee that reviews the terms of a proposed interim or comprehensive agreement.
- 9. Analysis of the adequacy of the information released when seeking competing proposals and providing for the enhancement of that information, if deemed necessary, to encourage competition.
- 10. Establishment of criteria, key decision points, and approvals required to ensure that the responsible public entity considers the extent of competition before selecting proposals and negotiating an interim or comprehensive agreement.
- 11. The publishing and posting of public notice of a private entity's request for approval of a qualifying project, including:
- a. Specific information and documentation to be released regarding the nature, timing, and scope of the project.
- b. A reasonable time period, as determined by the responsible public entity, of at least 45 days, which encourages competition and public-private partnerships in accordance with

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the goals of this section, during which time the responsible public entity is to receive competing proposals.

- c. A requirement for advertising the public notice and posting the notice on the Internet.
- 12. A requirement that the responsible public entity engage the services of qualified professionals, which may include a Florida-registered professional or a certified public accountant, not otherwise employed by the responsible public entity, to provide an independent analysis regarding the specifics, advantages, disadvantages, and long-term and shortterm costs of a request by a private entity for approval of a qualifying project, unless the governing body of the public entity determines that such analysis should be performed by employees of the public entity. Professional services as defined in s. 287.055(2) (a) shall be engaged pursuant to s. 287.055.
- (4) PROCUREMENT PROCEDURES. The responsible public entity may receive or solicit proposals with the approval of the appropriating body as evidenced by approval of the project in the public entity's work program, and enter into agreements with private entities or consortia thereof, for the building, upgrade, operation, ownership, or financing of facilities.
- (a) A responsible public entity may not consider any request by a private entity for approval of a qualifying project until the responsible public entity has adopted, or incorporated and made publicly available, in accordance with subsection (3), guidelines that enable the responsible public entity to comply with this section.
- (b) By rule, ordinance, or guideline as applicable, the responsible public entity shall establish an application fee for

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the submission of unsolicited proposals under this section. The fee must be sufficient to pay the costs of evaluating the proposal. The responsible public entity may engage the services of private consultants to assist in the evaluation.

- (c) The responsible public entity may request proposals from private entities for public-private projects or, if the public entity receives an unsolicited proposal, the public entity shall publish a notice in the Florida Administrative Weekly and a newspaper of general circulation at least once a week for 2 weeks stating that the public entity has received the proposal and will accept other proposals for the same project for 60 days after the initial date of publication. A copy of the notice must be mailed to each local government in the affected area.
- (d) A responsible public entity that is a school board or a county or municipality may enter into an interim or comprehensive agreement only with the approval of the local governing body.
- (e) Before approval, the responsible public entity must determine that the proposed project:
 - 1. Is in the public's best interest;
- 2. Is for a facility that is owned by the responsible public entity or for a facility for which ownership will be conveyed to the responsible public entity;
- 3. Has adequate safeguards in place to ensure that additional costs or service disruptions would not be imposed on the public and residents of the state in the event of default or cancellation of the agreement by the public entity;
 - 4. Has adequate safeguards in place to ensure that the

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responsible public entity or the private entity has the opportunity to add capacity to the proposed project and other facilities serving similar predominantly public purposes; and

- 5. Would be owned by the responsible public entity upon completion or termination of the agreement and upon payment of all amounts financed.
- (f) Technical studies and independent analyses must comply with the following:
- 1. Any interim or comprehensive agreement must include a reasonable finance plan, consistent with subsection (11), which identifies the project cost, revenues by source, financing, major assumptions, internal rate of return on private investments, and whether any government funds are assumed to deliver a cost-feasible project, and a total cash-flow analysis beginning with implementation of the project and extending for the term of the agreement.
- 2. Any comprehensive agreement must be consistent with an investment-grade technical study prepared by a nationally recognized expert who is accepted by the national bond rating agencies. In evaluating the technical study, the responsible public entity may rely upon internal staff reports prepared by personnel familiar with the operation of similar facilities or the advice of external advisors or consultants having relevant experience.
- (5) PROJECT APPROVAL REQUIREMENTS.—A request by a private entity for approval of a qualifying project must be accompanied by the following material and information, unless waived by the responsible public entity:
 - (a) A topographic map with a scale of 1:2,000 or other

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appropriate scale indicating the location of the qualifying project.

- (b) A description of the qualifying project, including the conceptual design of such facilities or a conceptual plan for the provision of services, and a schedule for the initiation of and completion of the qualifying project which includes the proposed major responsibilities and a timeline for activities to be performed by both the public and private entity.
- (c) A statement setting forth the method by which the private entity proposes to secure any necessary property interests required for the qualifying project.
- (d) Information relating to current plans for the development of facilities or technology infrastructure to be used by a public entity which is similar to the qualifying project being proposed by the private entity, if any, of each affected local jurisdiction.
- (e) A list of all permits and approvals required for the qualifying project from local, state, or federal agencies and a projected schedule for obtaining such permits and approvals.
- (f) A list of public water or wastewater management facilities, if any, which will be crossed by the qualifying project and a statement of the plans of the private entity to accommodate such crossings.
- (g) A statement setting forth the private entity's general plans for financing the qualifying project, including the sources of the private entity's funds and identification of any dedicated revenue source or proposed debt or equity investment on the behalf of the private entity.
 - (h) The names and addresses of persons who may be contacted

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for further information concerning the request.

- (i) User fees, lease payments, and other service payments over the term of an interim or comprehensive agreement, and the methodology and circumstances for changes to such user fees, lease payments, and other service payments over time.
- (j) Any additional material and information that the responsible public entity may reasonably request.
 - (6) PROJECT QUALIFICATION AND PROCESS.-
- (a) Public-private partnerships shall be qualified by the responsible public entity as part of the procurement process outlined in the procurement documents if such process ensures that the private entity meets at least the minimum standards contained in the responsible public entity's quidelines for qualifying professional architectural, engineering, and contracting services before submitting a proposal under the procurement.
- (b) The responsible public entity must ensure that procurement documents include provisions for the private entity's performance and payment of subcontractors, including, but not limited to, surety bonds, letters of credit, parent company quarantees, and lender and equity partner guarantees. For those components of the qualifying project which involve construction, performance and payment bonds are required and are subject to the recordation, notice, suit limitation, and other requirements of s. 255.05. The responsible public entity shall balance the structure of the security package for the publicprivate partnership which ensures performance and payment of subcontractors with the cost of the security to ensure the most efficient pricing. The procurement documents must contain

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contract provisions addressing termination, default, and exit transition obligations of the private entity.

- (c) After the public notification period has expired, the responsible public entity shall rank the proposals in order of preference. In ranking the proposals, the responsible public entity may consider factors that include, but need not be limited to, professional qualifications, general business terms, innovative engineering or cost-reduction terms, and finance plans. If the public entity is not satisfied with the results of the negotiations, the public entity may terminate negotiations with the proposer. If these negotiations are unsuccessful, the responsible public entity may go to the second-ranked and lowerranked firms, in order, using this same procedure. If only one proposal is received, the responsible public entity may negotiate in good faith and, if the public entity is not satisfied with the results of the negotiations, the public entity may terminate negotiations with the proposer. Notwithstanding this subsection, the responsible public entity may reject all proposals at any point in the process up to execution of a contract with the proposer.
- (d) The responsible public entity shall perform an independent analysis, or other analysis in accordance with paragraph (4)(f), of the proposed public-private partnership which demonstrates the cost-effectiveness and overall public benefit at the following times:
 - 1. Before the procurement process; and
 - 2. Before awarding the contract.
- (e) The responsible public entity may approve the development or operation of an educational facility, a water or

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wastewater management facility and related infrastructure, technology infrastructure or other public infrastructure, or a governmental facility needed by the public entity as a qualifying project, or the design or equipping of a qualifying project so developed or operated, if:

- 1. There is a public need for or benefit derived from a project of the type the private entity proposes as a qualifying project.
- 2. The estimated cost of the qualifying project is reasonable in relation to similar facilities.
- 3. The private entity's plans will result in the timely acquisition, design, construction, improvement, renovation, expansion, equipping, maintenance, or operation of the qualifying project.
- (f) The responsible public entity may charge a reasonable fee to cover the costs of processing, reviewing, and evaluating the request, including, but not limited to, reasonable attorney fees and fees for financial, technical, and other necessary advisors or consultants.
- (g) Upon approval of a qualifying project, the responsible public entity shall establish a date for the commencement of activities related to the qualifying project. The responsible public entity may extend such date.
- (h) Approval of a qualifying project by the responsible public entity is subject to entering into a comprehensive agreement with the private entity.
 - (7) NOTICE TO AFFECTED LOCAL JURISDICTIONS.
- (a) Any private entity requesting approval from, or submitting a proposal to, a responsible public entity must

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notify each affected local jurisdiction by furnishing a copy of its request or proposal to each affected local jurisdiction.

- (b) Each affected local jurisdiction that is not a responsible public entity for the respective qualifying project shall, within 60 days after receiving such notice, submit any comments it may have in writing to the responsible public entity and indicate whether the facility is compatible with the local comprehensive plan, the local infrastructure development plans, the capital improvements budget, or other governmental spending plan. Such comments shall be given consideration by the responsible public entity before entering a comprehensive agreement with a private entity.
- (8) INTERIM AGREEMENT. Before, or in connection with, the negotiation of a comprehensive agreement, the responsible public entity may enter into an interim agreement with the private entity proposing the development or operation of the qualifying project. An interim agreement does not obligate the responsible public entity to enter into a comprehensive agreement. An interim agreement must be limited to provisions that:
- (a) Authorize the private entity to commence activities for which it may be compensated related to the proposed qualifying project, including, but not limited to, project planning and development, design and engineering, environmental analysis and mitigation, surveys, or other activities concerning any part of the proposed qualifying project, and ascertaining the availability of financing for the proposed facility or facilities.
- (b) Establish the process and timing of the negotiation of the comprehensive agreement.

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- (c) Contain any other provisions related to any aspect of the development or operation of a qualifying project which the responsible public entity and the private entity deem appropriate.
 - (9) COMPREHENSIVE AGREEMENT.—
- (a) Before developing or operating the qualifying project, the private entity shall enter into a comprehensive agreement with the responsible public entity. The comprehensive agreement shall provide for:
- 1. Delivery of maintenance, performance, and payment bonds and letters of credit in connection with the development or operation of the qualifying project in the forms and amounts satisfactory to the responsible public entity. For those components of the qualifying project which involve construction, the form and amount of the bonds must comply with s. 255.05.
- 2. Review of plans and specifications for the qualifying project by the responsible public entity and approval by the responsible public entity if the plans and specifications conform to standards acceptable to the responsible public entity. This subparagraph does not require the private entity to complete the design of a qualifying project before the execution of a comprehensive agreement.
- 3. Inspection of the qualifying project by the responsible public entity to ensure that the operator's activities are acceptable to the public entity in accordance with the comprehensive agreement.
- 4. Maintenance of a policy or policies of public liability insurance, copies of which shall be filed with the responsible public entity accompanied by proofs of coverage, or self-

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insurance, each in the form and amount satisfactory to the responsible public entity and reasonably sufficient to ensure coverage of tort liability to the public and employees and to enable the continued operation of the qualifying project.

- 5. Monitoring the practices of the private entity by the responsible public entity to ensure that the qualifying project is properly maintained.
- 6. Reimbursement to be paid to the responsible public entity for services provided by the responsible public entity.
- 7. Filing of appropriate financial statements on a periodic basis.
- 8. Procedures governing the rights and responsibilities of the responsible public entity and the private entity in the event the comprehensive agreement is terminated or there is a material default by the private entity. Such procedures must include conditions governing assumption of the duties and responsibilities of the private entity by the responsible public entity and the transfer or purchase of property or other interests of the private entity by the responsible public entity.
- 9. Fees, lease payments, or service payments as may be established by agreement of the parties. A copy of any service contract shall be filed with the responsible public entity. In negotiating user fees, the parties shall establish fees that are the same for persons using the facility under like conditions and that will not materially discourage use of the qualifying project. The execution of the comprehensive agreement or any amendment thereto constitutes conclusive evidence that the fees, lease payments, or service payments provided for comply with

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this section. Fees or lease payments established in the comprehensive agreement as a source of revenues may be in addition to, or in lieu of, service payments.

- 10. Duties of the private entity, including terms and conditions that the responsible public entity determine serve the public purpose of this section.
 - (b) The comprehensive agreement may include:
- 1. An agreement by the responsible public entity to make grants or loans to the private entity from amounts received from the federal, state, or local government or any agency or instrumentality thereof.
- 2. Provisions under which each entity agrees to provide notice of default and cure rights for the benefit of the other entity, including, but not limited to, provisions regarding unavoidable delays.
- 3. Provisions whereby the authority and duties of the private entity under this section will cease and the qualifying project be dedicated to the responsible public entity or, if the qualifying project was initially dedicated by an affected local jurisdiction, to such affected local jurisdiction for public use.

(10) FEES.-

- (a) Agreements entered into pursuant to this section may authorize the private entity to impose fees for the use of the facility. The following provisions apply to such agreements:
- 1. The public-private partnership agreement must ensure that the facility is properly operated, maintained, and renewed in accordance with the responsible public entity's standards.
 - 2. The responsible public entity may develop new facilities

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or increase capacity in existing facilities through publicprivate partnerships.

- 3. The responsible public entity may lease existing feefor-use facilities through public-private partnerships.
- 4. Any revenues must be regulated by the responsible public entity pursuant to guidelines or rules established pursuant to subsection (3). The regulations governing the future increase of fees must be included in the public-private partnership agreement.
- (b) The responsible public entity shall include provisions in the public-private partnership agreement which ensure that a negotiated portion of revenues from fee-generating projects are returned to the public entity over the life of the agreement. In the case of a lease of an existing facility, the responsible public entity shall receive a portion of funds upon closing on the agreements and also a portion of excess revenues over the life of the public-private partnership.

(11) FINANCING.-

- (a) A private entity may enter into private-source financing agreements between financing sources and the private entity. All financing agreements and any liens on the property or facility must be paid in full at the applicable closing that transfers ownership of a facility to a responsible public entity.
- (b) The responsible public entity may lend funds from its trust fund to private entities that construct projects containing facilities that are approved under this section. To be eligible, a private entity must comply with s. 215.97 and must provide an indication from a nationally recognized rating

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agency that the senior bonds for the project will be investment grade, or must provide credit support, such as a letter of credit or other means acceptable to the responsible public entity, to ensure that the loans will be fully repaid.

- (c) The responsible public entity may use innovative finance techniques associated with a public-private partnership under this section, including, but not limited to, federal loans as provided in 23 and 49 C.F.R., commercial bank loans, and hedges against inflation from commercial banks or other private sources. A responsible public entity may use the model financing agreement as provided in s. 489.145(6) for its financing of a facility owned by a responsible public entity. A financing agreement may not require the responsible public entity to indemnify the financing source, subject the responsible public entity's facility to liens in violation of s. 11.066(5), or secure financing by a responsible public entity with a pledge of security interest, and any such provisions are void.
 - (12) POWERS AND DUTIES OF THE PRIVATE ENTITY.-
 - (a) The private entity shall:
- 1. Develop or operate the qualifying project in a manner that is acceptable to the responsible public entity in accordance with the provisions of an interim or comprehensive agreement.
- 2. Maintain, or provide by contract for the maintenance or upgrade of, the qualifying project if required by an interim or comprehensive agreement.
- 3. Cooperate with the responsible public entity in making best efforts to establish any interconnection with the qualifying project requested by the responsible public entity.

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- 4. Comply with an interim or comprehensive agreement and any lease or service contract.
- (b) Each private facility constructed pursuant to this section must comply with all requirements of federal, state, and local laws; state, regional, and local comprehensive plans; responsible public entity rules, procedures, and standards for facilities; and any other conditions that the responsible public entity determine to be in the public's best interest.
- (c) The responsible public entity may provide services to the private entity. Agreements for maintenance and other services entered into pursuant to this section must provide for full reimbursement for services rendered for projects.
- (d) A private entity of a qualifying project may provide additional services for the qualifying project to public or private entities other than the responsible public entity if the provision of additional service does not impair the private entity's ability to meet its commitments to the public entity pursuant to an interim or comprehensive agreement.
- (13) EXPIRATION OR TERMINATION OF AGREEMENTS.—Upon expiration or termination of an interim or comprehensive agreement, the responsible public entity may use revenues to pay current operation and maintenance costs of the qualifying project, as well as compensation to the responsible public entity for its services in developing and operating the qualifying project. Except as provided otherwise in the interim or comprehensive agreement, the right to receive such payment, if any, is considered just compensation for the qualifying project in the event termination is due to the default of the private entity; however, this right does not affect the right of

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the responsible public entity to terminate, with cause, an interim or comprehensive agreement and to exercise any other rights and remedies that may be available to it at law or in equity. The full faith and credit of the responsible public entity may not be pledged to secure any financing of the private entity by the election to take over the qualifying project. Assumption of the development or operation of the qualifying project does not obligate the responsible public entity to pay any obligation of the private entity from sources other than revenues.

- (14) SOVEREIGN IMMUNITY.—This section does not waive the sovereign immunity of the state, any responsible public entity, any affected local jurisdiction, or any officer or employee thereof with respect to participation in, or approval of, all or any part of the qualifying project or its operation, including, but not limited to, interconnection of the qualifying project with any other infrastructure or project. Counties and municipalities in which a qualifying project is located possess sovereign immunity with respect to the project, including, but not limited to, its design, construction, and operation.
- (15) CONSTRUCTION.—This section shall be liberally construed to effectuate the purposes thereof.
- (a) This section does not limit the state or its agencies in the acquisition, design, or construction of public projects pursuant to other statutory authority.
- (b) Except as otherwise provided in this section, this section does not amend existing laws by granting additional powers to, or further restricting, local governmental entities from regulating and entering into cooperative arrangements with



the private sector for the planning, construction, and operation of facilities.

(c) This section does not waive the requirements of s. 287.055.

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======== T I T L E A M E N D M E N T ==========

600 And the title is amended as follows:

Delete line 32

602 and insert:

> certain circumstances; creating s. 287.05712, F.S.; providing definitions; providing legislative findings and intent relating to the construction or upgrade of facilities by private entities which are used predominately for a public purpose; requiring public entities to develop and adopt guidelines governing procedures and criteria for the selection of projects and public-private agreements; providing procurement procedures; providing project-approval requirements; providing project qualifications and process; providing for notice to affected local jurisdictions; providing for interim and comprehensive agreements between the public and private entities; providing for use fees; providing for private financing requirements; providing powers and duties for private entities; providing for expiration or termination of agreements; providing for the applicability of sovereign immunity for public entities with respect to qualified projects; providing for construction of the act; amending s. 288.1254, F.S.;